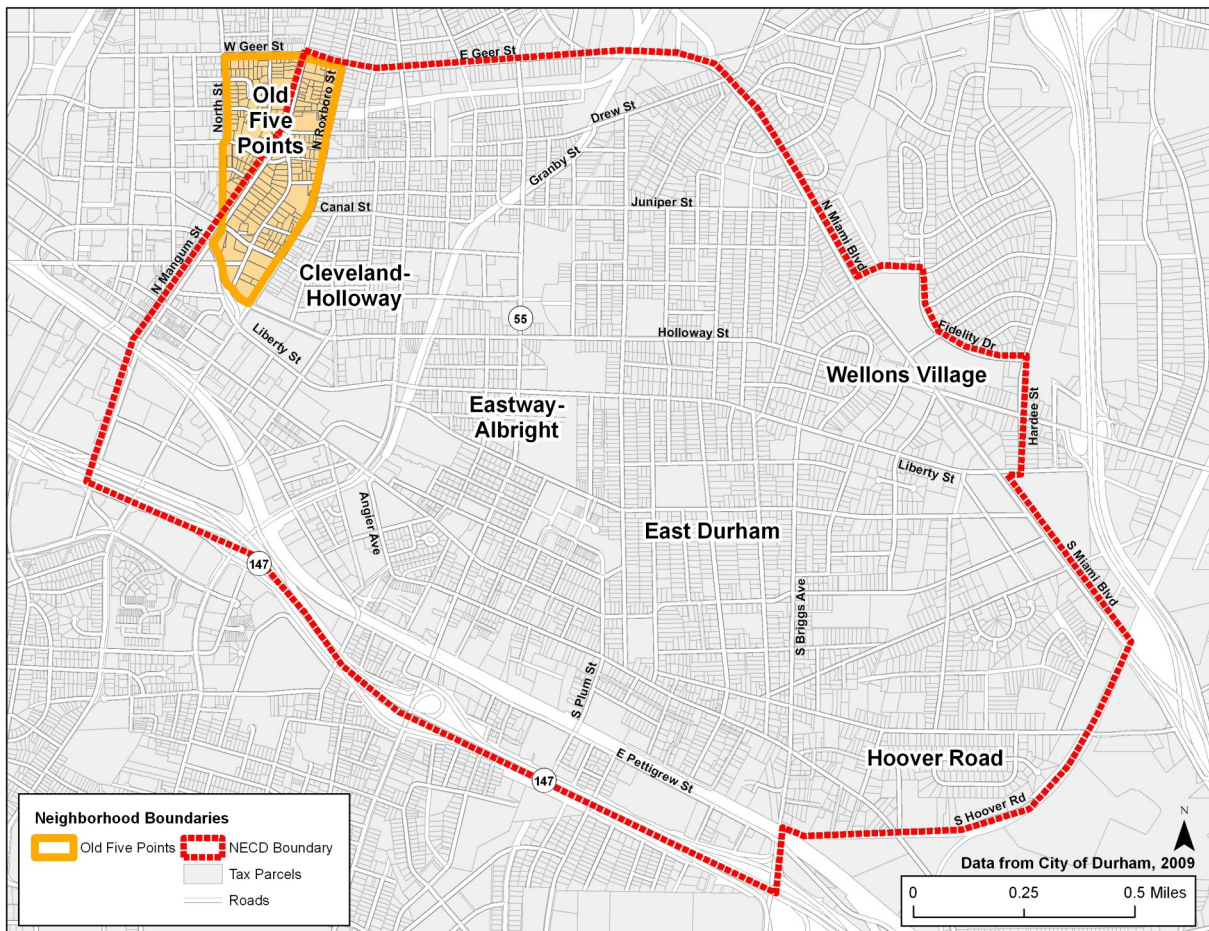


Old Five Points Neighborhood Plan



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Table of Contents

<i>Part I: Contextual & Background Data</i>	3
History.....	3
Geographic Boundaries of Neighborhood.....	4
Zoning.....	4
Demographics (Census 1990 & 2000).....	7
Crime.....	8
Housing.....	12
Economic Status.....	15
Transportation.....	16
<i>Part II: Analysis of Priority Issues & Implementation Plan</i>	18
Short-Term Priorities.....	18
Long-Term Priorities.....	22
<i>Appendix: Old Five Points Priority Matrix</i>	26

Part I: Contextual & Background Data

History

Old Five Points, also known as Little Five Points, was one of the commercial areas that emerged a short distance from downtown Durham in the early years of the twentieth century. Like the historic buildings at the Angier-Driver intersection and those along West Chapel Hill Street and on Ninth Street, the structures approaching the busy intersection of North Mangum, Cleveland and Corporation (then Haywood Street) supported a number of businesses that the surrounding neighborhoods used on a daily basis: dry cleaners and shoe stores, pharmacies and grocery stores, restaurants, and even a watchmaker. All along North Mangum Street, residences were interspersed with businesses, with a mix of renters and long-time owners. In the 1930s, the Labor Temple was added to the south end of the 700 block of North Mangum. While providing space for nearly a dozen local unions to meet on the second floor, the ground floor continued to be used for retail purposes.

In the 1960s, Mangum and Roxboro Streets were converted from local two-way traffic into one-way corridors into and out of downtown connecting the new Interstate 85 being constructed one mile to the north. Although the street still supported a number of businesses, it gradually became more and more dominated

by auto parts stores and a variety of repair shops. The speed of traffic rushing south into downtown may have accelerated the processes that were already at work in other inner-ring suburbs, as the more affluent households moved into newer suburbs like Hope Valley and left behind a poorer population which could not support the same extent and diversity of retail establishments. As stores left and crime rose due to increased drug activity, the population fell drastically. In the 1970 census, there were 1,322 people living in Old Five Points; by 1990, there were only 620.

Since then, some improvements have been made. An apartment complex was built on the 800 block of North Mangum, and across the street an enclosed community of single family homes was constructed in the 1990s. The UDI Resource Center now inhabits a rehabilitated building at the Old Five Points intersection, and several homes and a church were restored along Corporation between North Mangum and Roxboro. Finally, major improvements have been made to the residential properties along Cleveland Street, and there is a visible sense of pride in the way that owners have fixed up their homes and yards on this historic street. But despite these improvements, va-

Image 1: Amarrah's Beauty Salon in an historic mill home



cant lots and derelict buildings still predominate from the Five Points intersection south along the transition into downtown. While the residents have made some inroads in their battles against vagrancy, street crime, and drug paraphernalia, they face even greater challenges in the pursuit of economic development in this former commercial district.

Geographic Boundaries of Neighborhood

Old Five Points takes its name from the five-way intersection of North Mangum, Corporation, and Cleveland streets. The surrounding area comprises one of the smaller neighborhoods in Northeast Central Durham. Old Five Points sits in the northwestern portion of NECD, bordering the Cleveland-Holloway neighborhood and just a half-mile north of downtown Durham. As defined by the Durham City Planning Department, the neighborhood boundaries are:

- Geer Street to the North
- Roxboro Street to the East
- Holloway & Morgan Street to the South
- North Street to the West

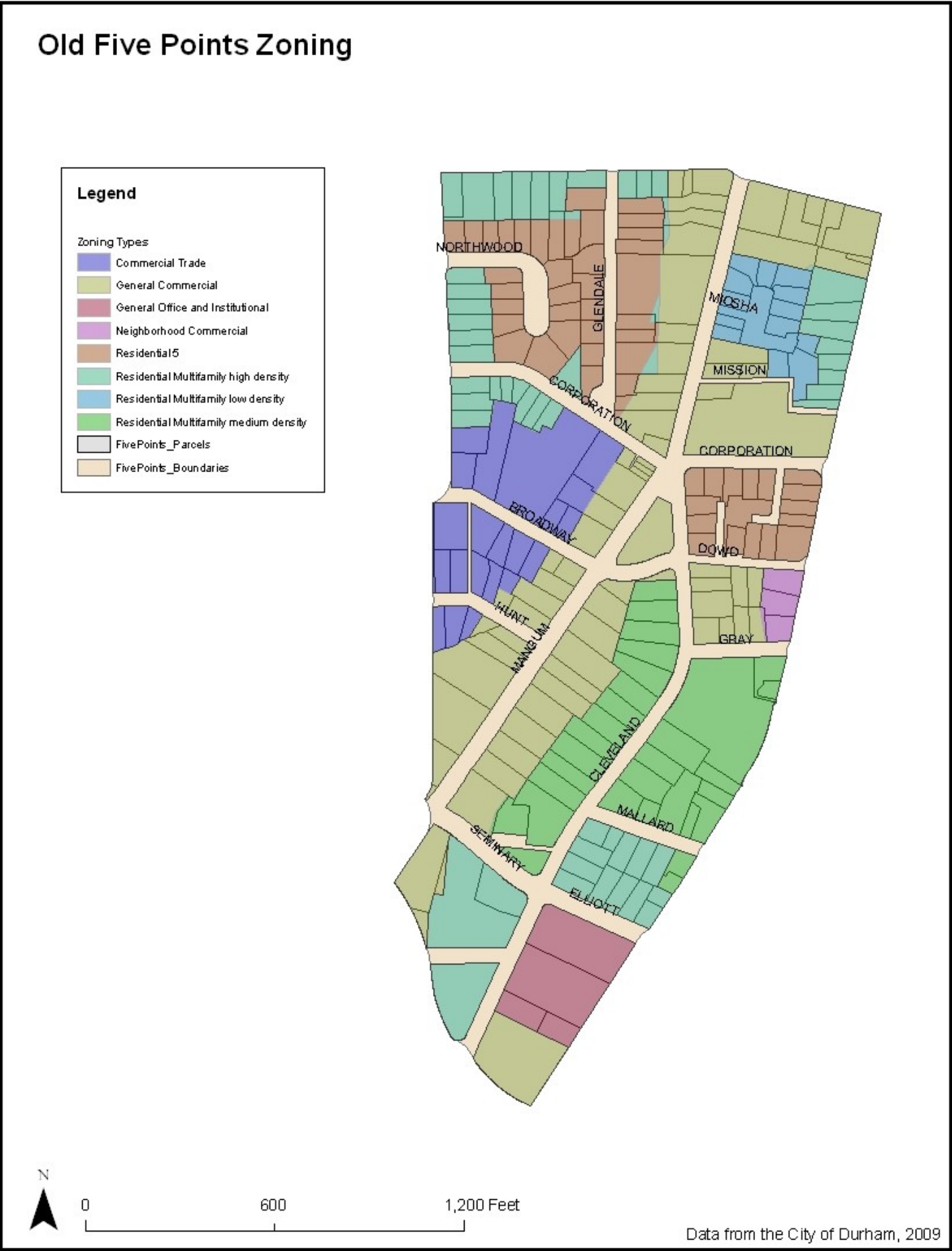
Zoning

As shown in **Figure 1**, the Old Five Points neighborhood is zoned for a balance of residential and commercial uses. The commercial areas are situated mainly along either side of North Mangum Street, reflecting its status as a corridor for retail and business activity. The residential areas reflect a diversity of densities, including single-family and various types of multi-family dwellings, and generally sit away from North Mangum in more peripheral areas from the central intersection of the neighborhood. Zoning represents what planners intend to be the best use of land, but in practice, what is actually there does not always match. **Figure 2** shows land use classifications in Old Five Points and highlights this distinction.

There are a few differences between the two maps. First, there is less actual variance among housing stock, in terms of density. The land use map reveals an abundance of single-family housing and less of different multi-family types. The housing parcels are not as concentrated as the zoning calls for. The commercial uses generally do sit along North Mangum, but they are not the only types of parcels in this situation. There is considerably less current commercial use than in the zoning map due to so many underutilized parcels. Because of the low property values, demolished buildings are often not replaced and the land is left vacant.

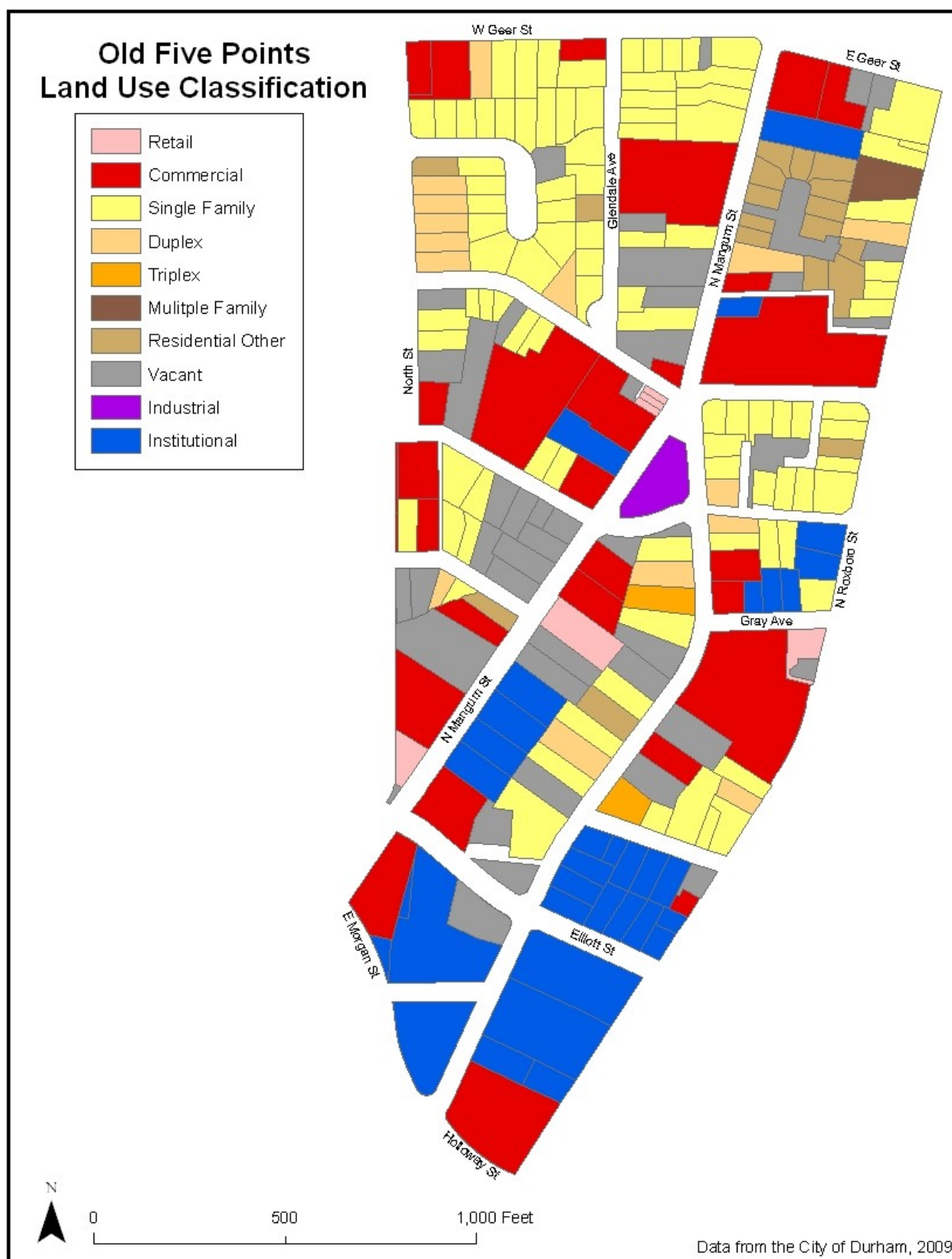
However, it is important to point out that the data from the land use map comes from 2004 and much has changed in five years. For instance, the property at the five-way intersection labeled “industrial” is the current home of Shabach Ministries – a religious institution unassociated with industrial land uses. The main point is that

Figure 1: Old Five Points Zoning Classifications



the intended zoning is not entirely embodied in current land use. Future activity and development may consider looking to the zoning for guidance, or perhaps the city ought to consider redoing the zoning plan for this area.

Figure 2: Old Five Points Land Use Classifications



Demographics

There are two census tracts that are directly relevant to Old Five Points. Tract 8.02 encompasses the whole neighborhood but stretches far to the west, covering the area now called Central Park as well as sizable historic homes, lower minority concentrations, and higher per capita incomes on its far western border. Census Tract 9 lies east of Roxboro Street and extends to the northern border of the Cleveland-Holloway neighborhood, reaching Geer Street to the north and Fay Street on the east. With twice as much population and greater density, this tract has a higher minority concentration and significantly lower per capita incomes.

Figure 3: Old Five Points Demographics

Demographic Information	Old Five Points 1990	Old Five Points 2000	% Change 1990-2000	Northeast Central Durham 2000	% of NECD	City of Durham 2000	% of Durham
Population	620	769	24.03%	24,848	100.00%	187,035	100.00%
Race/Ethnicity							
African-American	533	539	1.13%	18,035	72.58%	81,937	43.81%
Hispanic	18	183	916.67%	4,279	17.22%	16,012	8.56%
Asian	1	1	0.00%	47	0.19%	6,815	3.64%
White	75	73	-2.67%	3,694	14.87%	85,126	45.51%
American Indian / Native American	4	12	200.00%	107	0.43%	575	0.31%
Age							
0-19	170	250	47.06%	8,533	34.34%	49,742	26.60%
20 to 34	186	215	15.59%	6,865	27.63%	57,041	30.50%
35 to 54	144	208	44.44%	6,299	25.35%	51,125	27.33%
55 to 64	52	54	3.85%	1,330	5.35%	11,712	6.26%
Over 65	68	42	-38.24%	728	2.93%	17,415	9.31%

Source: US Census Bureau, Census 1990 and 2000, SF1

Isolating just the Old Five Points portion of Census Tract 8.02, it is determined that the African American percentage of the population decreased from 86% in 1990 to 70%. This is in keeping with the rest of Northeast Central Durham but a considerable dissimilarity to the city at large. The other demographic trend Old Five Points has in common with the rest of Northeast Central Durham is the growing Hispanic / Latino population, which jumped from less than 4% in 1990 to 24% in 2000.

Within the blocks comprising Old Five Points, there are 175 households. The greater proportion of these (123, or 70%) are two-person households; 52 (30%) are one-person households and 38 (22%) are married-couple households. Seventeen of these married couple households have children of their own, while ten single-male headed households with no wife present had children of their own; thirty-three female headed households with no husband present had children of their own. In addition, Old Five Points has become a younger neighborhood as indicated by the changes between 1990 and 2000. The age groups from 34 and younger have increased, whereas the population aged 55 or more has decreased.

Crime

Loitering, abandoned buildings, vacant properties, litter, and high-speed traffic make Old Five Points feel less safe than other areas of Durham and a look at crime statistics in **Figure 4** from recent years shows that those perceptions are not unfounded. A majority of all crimes committed in the neighborhood are theft: larceny, burglary, robbery, and motor vehicle theft. There have been no homicides, but there have been assaults, and several crimes have involved guns or knives. This data does indicate a drop in crime of 18%. While two years is not enough time to establish a trend, the decrease may well be a result of the Bulls Eye initiative to heighten police presence in a targeted area that comprises most of Northeast Central Durham.

Figure 5 and 6 provide spatial representations of the crime in Old Five Points. The intersection of North Mangum and Corporation is where most of the serious activity is, both in frequency and severity of crime. In the evening hours, there are no eyes on this intersection: storefronts are closed or uninhabited; UDI is closed, and in any case, its offices are not oriented toward the street; Shabach Ministries is closed; and the M&M minimart has no windows onto the intersection. Furthermore, late night business at the minimart usually only serves to attract those looking to purchase alcohol or gather with others doing the same. Another factor influencing the lack of eyes on this intersection is the aforementioned high speed and frequency of traffic which has a deterring effect for pedestrians.

Figure 4: Old Five Points Crime Statistics

Crime	Old Five Points 2007	Old Five Points 2008	% Change 2007-2008	Northeast Central Durham	% of NECD	City of Durham	% of Durham
Arson	0	0	-	7	0.23%	27	0.18%
Assault	8	8	0.00%	514	16.95%	2,077	14.07%
Burglary	9	6	-33.33%	869	28.66%	3,481	23.57%
Homicide	0	0	-	7	0.23%	22	0.15%
Larceny	28	21	-25.00%	1,234	40.70%	7,351	49.78%
Motor Vehicle Theft	1	4	300.00%	201	6.63%	856	5.80%
Robbery	1	6	500.00%	182	6.00%	885	5.99%

Source: Durham Police Department, January 2007-December 2008, <http://www.durhampolice.com/crimemapper.cfm>

It is apparent that alterations in these situations may prove very helpful in reducing crime at this intersection. If plans to renovate and develop 727-731 North Mangum are successful, the corner will have more active storefronts and potentially residents to watch the street as well. Through access to façade improvement grants and concerted community effort, the minimart may be persuaded to install storefront windows on the corner, allowing greater visibility on the intersection and its activities.

The bulk of the other crimes happened on or adjacent to vacant properties. While this is not unusual or surprising, it points to a means by which much of the crime would be diminished in the neighborhood: taking

care of and using these lots, whether by developing them or offering them for public uses such as gardens and parks. The perception of adequately addressing crime will only occur when pedestrians can move through the neighborhood in day or night without having to pass through zones that feel threatening, either because of the activities that occur there or through the absence of any activity whatsoever.

Figure 5: Crime Hot Spots in Old Five Points

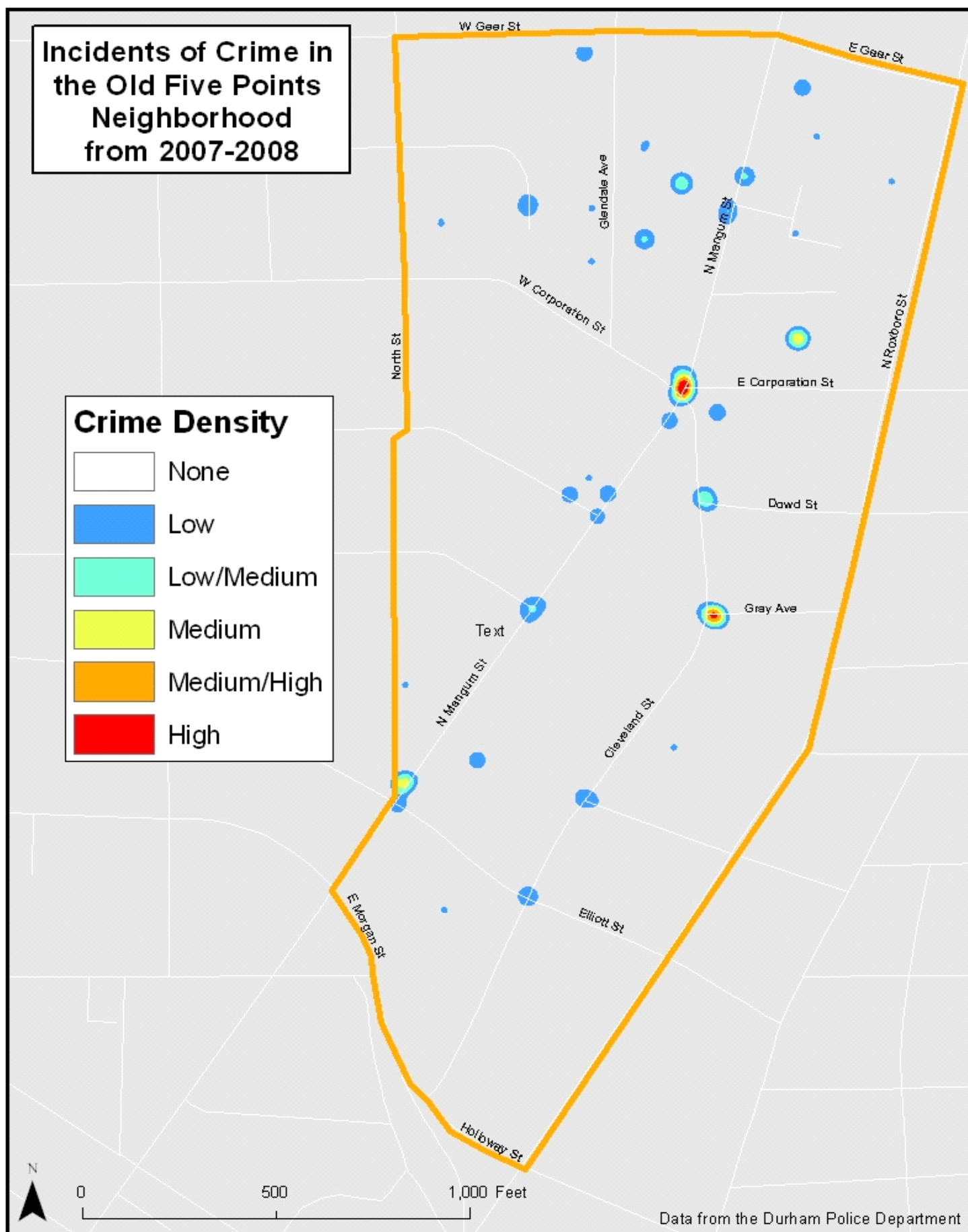
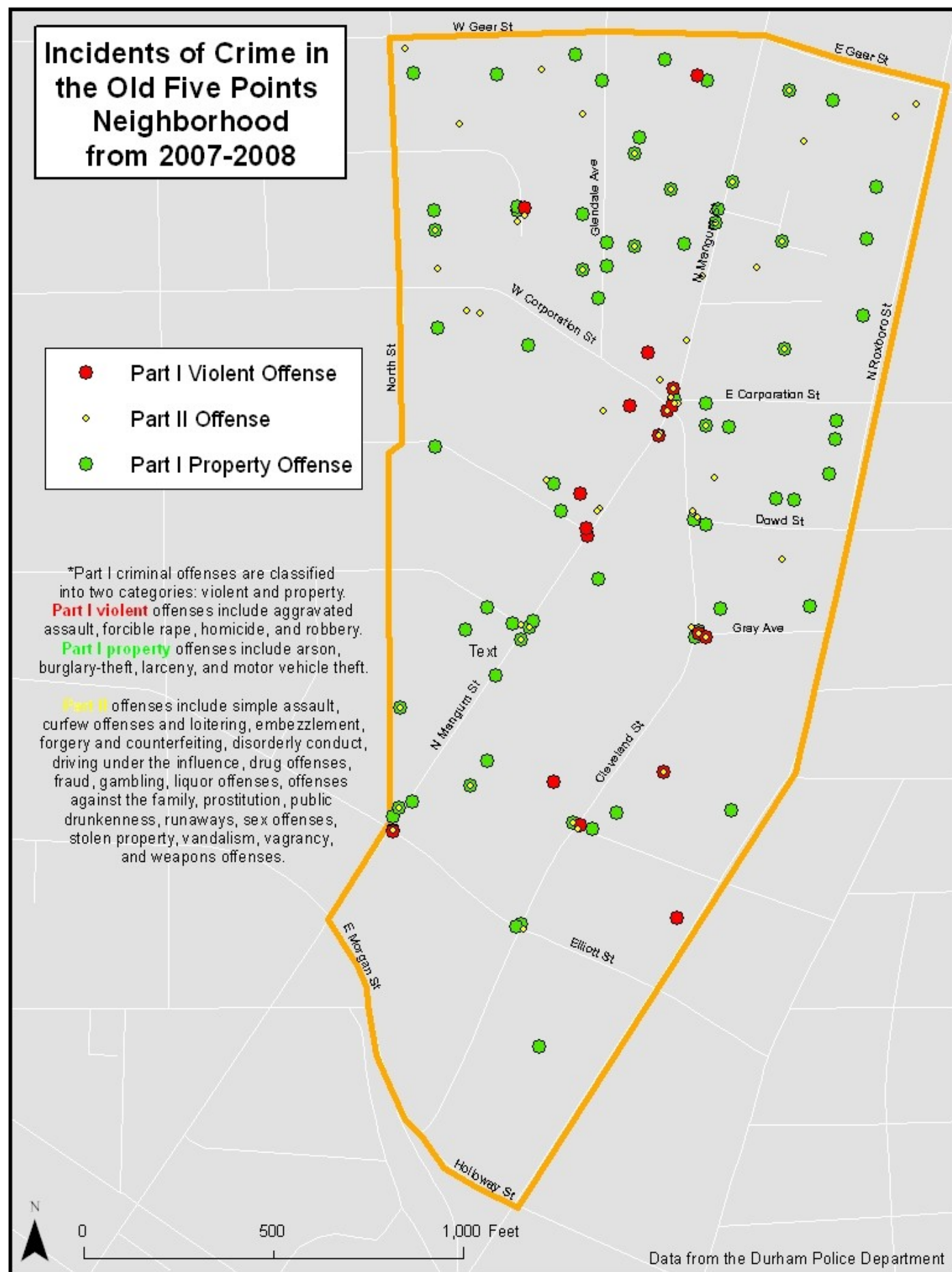


Figure 6: Incidents of Crime in Old Five Points



Housing

Old Five Points has a disproportionately high share of renters, though homeowners increased modestly from 1990 to 2000. Nevertheless, this is strongly divergent from the citywide balance of 49% homeowners to 51% renters. Nearly 15% of all units are unoccupied, which is much higher than the level for all of Durham. The area also has a much higher share of single-headed households than does the rest of Durham and even Northeast Central Durham.

The housing stock in Old Five Points is old. In Census Tract 8.02, the majority of owner-occupied dwellings (68%) were built before 1939. Seventy-nine percent of the owner occupied dwellings in this tract were built before 1960. For renter occupied dwellings in 8.02 there is a better distribution of newer and older homes, but still a sizable portion (41%) were built before 1939. The median year of structure built in tract 8.02 is 1951. The impact of older housing stock is that where funds are not available for upkeep or renovation, many dwellings are allowed to fall into disrepair, eventually getting demolished to keep the neighborhood from exhibiting blight. The 11% decrease in housing units between 1990 and 2000 may be attributable to this trend, and is clearly an indication of an unhealthy housing market.

Figure 7: Housing Statistics in Old Five Points

Housing	Old Five Points 1990	Old Five Points 2000	% Change 1990-2000	Northeast Central Durham	% of NECD	City of Durham	% of Durham
Total Households	285	265	-7.02%	8,492	100.00%	74,981	100.00%
Household Size	2.18	2.90	33.39%	3		2	
Single Headed Householder	219	183	-16.44%	2,391	28.16%	11,954	15.94%
Non-family Households	29	21	-27.59%	1,933	22.76%	31,423	41.91%
Housing Units	346	307	-11.27%	9,458	100.00%	80,797	100.00%
Occupancy Status							
Occupied Units	285	265	-7.02%	8,492	89.79%	74,981	92.80%
Vacant Units	61	42	-31.15%	966	10.21%	5,816	7.20%
Tenure Status							
Owner Occupied Units	33	38	15.15%	2,141	25.21%	36,645	48.87%
Renter Occupied Units	252	227	-9.92%	6,351	74.79%	38,336	51.13%

Source: US Census Bureau, Census 1990 and 2000, SF1

The Cleveland Street Historic District, which is comprised mostly of early twentieth century homes, was subject to limited renovation in the 1990s. Several North Mangum Street homes on the 800 block and above have been re-stored in recent years, as have been other homes on Broadway, Roxboro, Corporation, Geer and Glendale. The Community Reinvestment Association of North Carolina has purchased and renovated the property at 110 East Geer Street, though the vacancy map (see **Figure 9**) does not reflect this more recent development.

As shown in **Figure 8**, there is a fair amount of non-local ownership, particularly concentrated around the area west and south of the five-way intersection. Several of these properties are also vacant, which may indicate that these owners have little connection to or concern for their investments. Perhaps they are waiting for favorable

Figure 8: Local and Non-Local Ownership

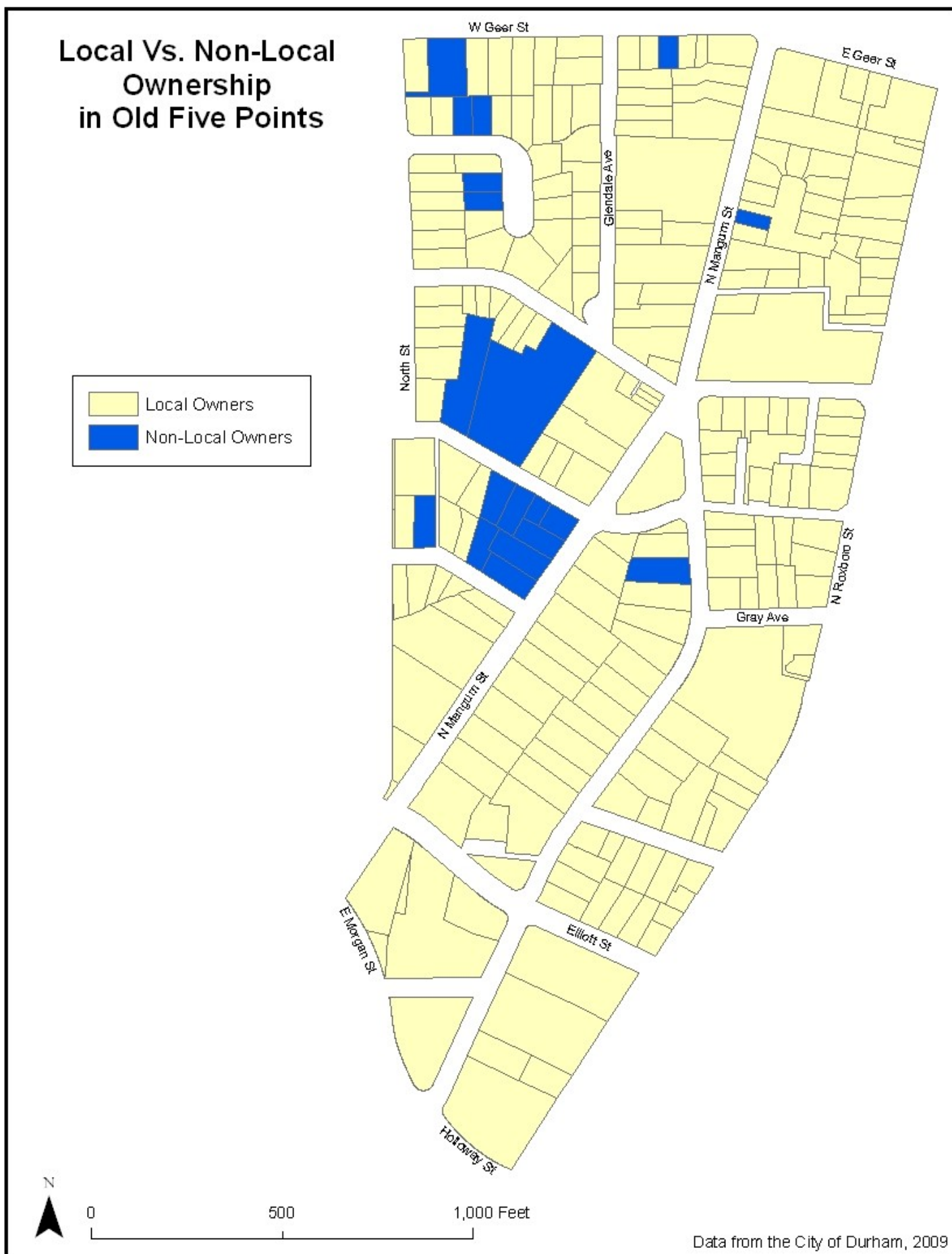
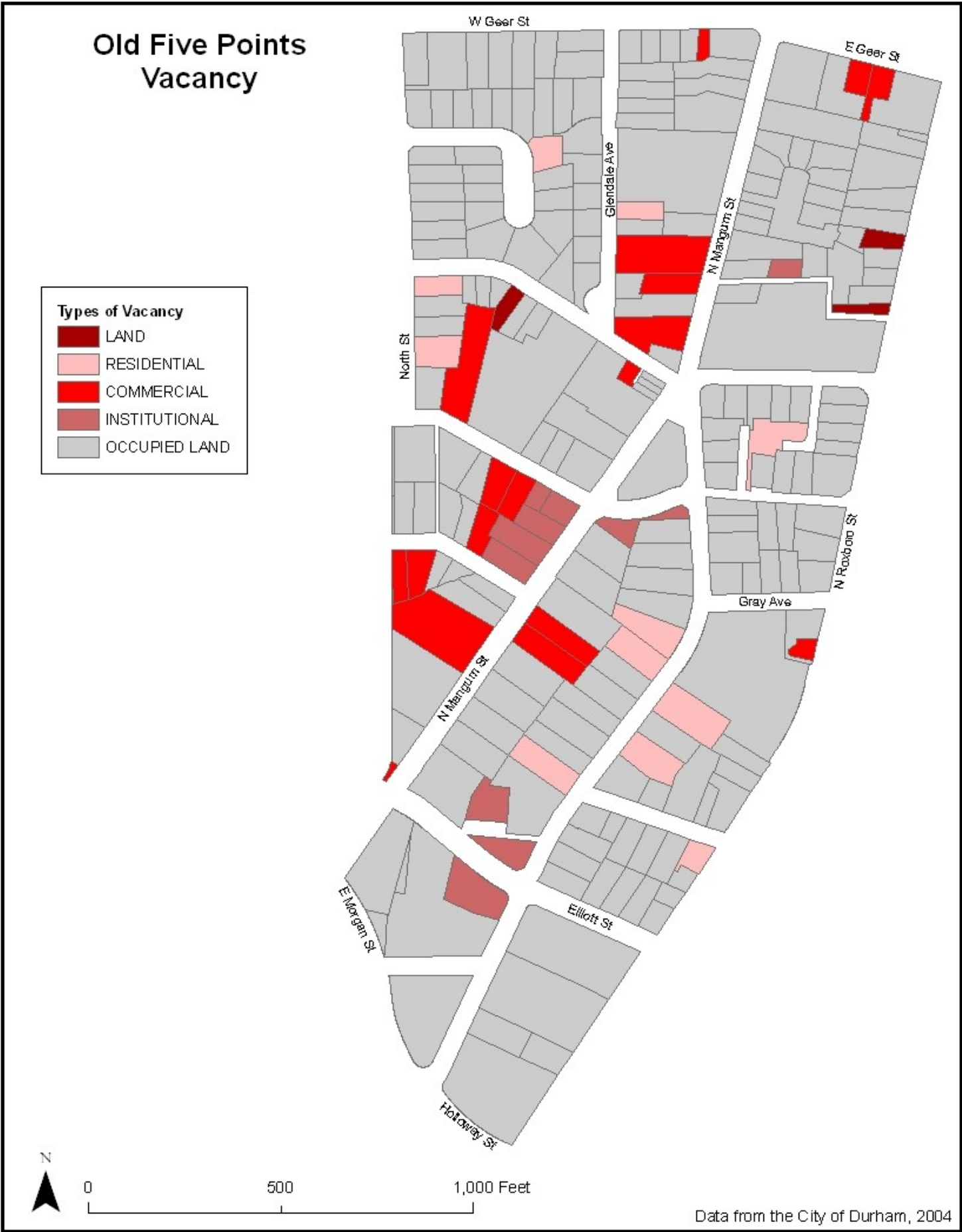


Figure 9: Vacancy Rates in Old Five Points

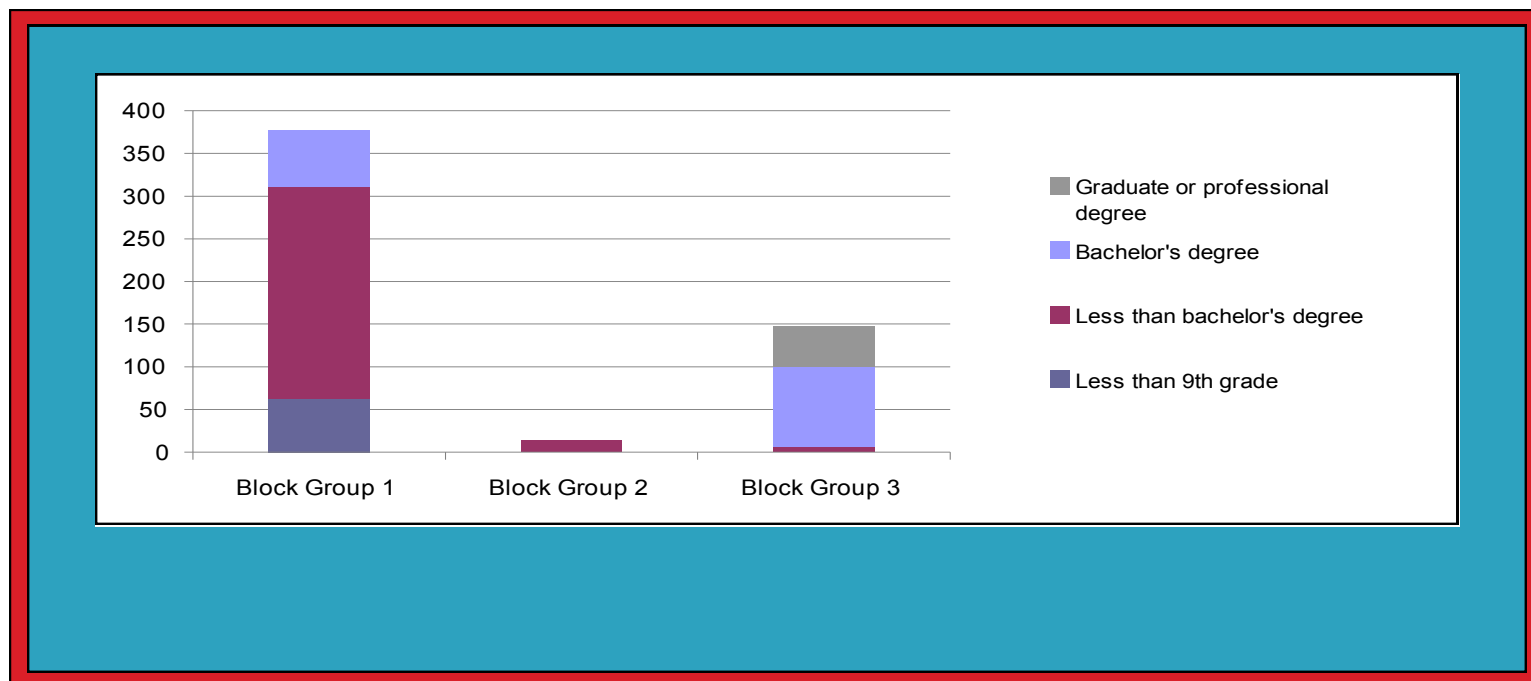


terms of resale. Whatever the reason these properties sit vacant, they present a challenge to the comprehensive revitalization of the neighborhood if they remain unused and inaccessible to local residents who could use the land in more productive ways.

Economic Status

The table above shows the decennial census information for Census Tract 8.02, indicating a relative improvement in economic status of families and individuals from 1990 to 2000. However, this Census Tract is extremely diverse, and encompasses both a professional community living in a historically wealthy neighborhood adjacent to Duke University and the very working-class population in and around Old Five Points. Keeping in mind that the census tract data reflects a combination of both of these communities, one still can discern a lower level of household income, a high level of poverty, and a low level of educational attainment in the area. It is clear economic challenges are very pressing for this community.

Figure 10: Educational Attainment

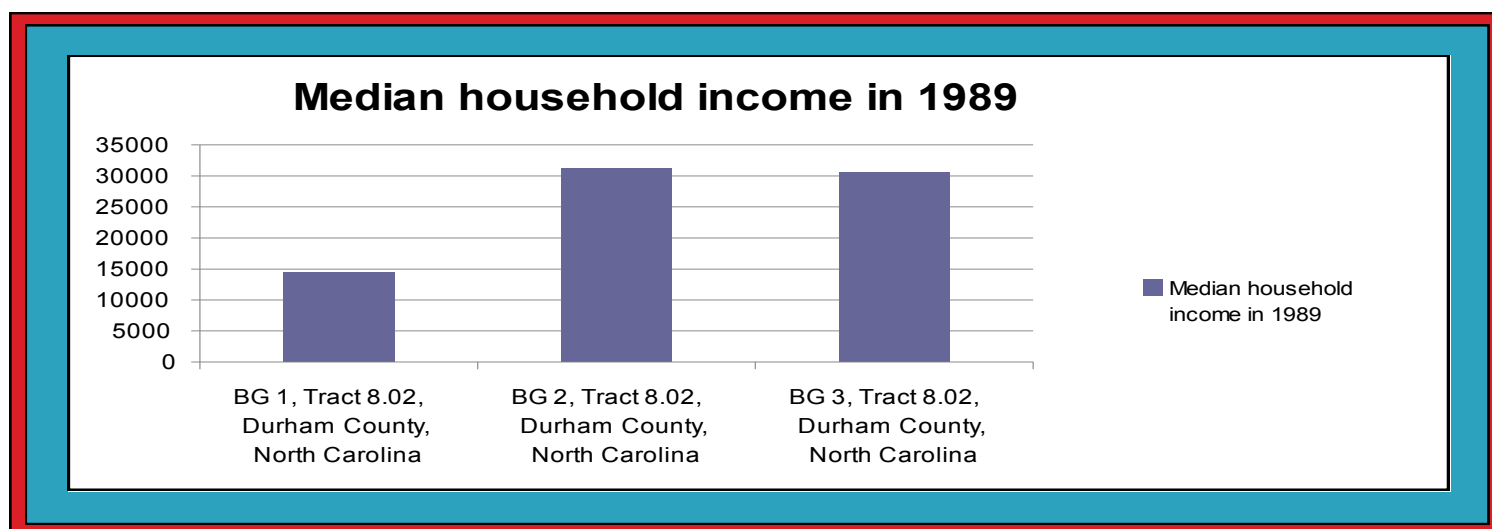


In the 1990 Census, these populations were disaggregated into three block groups. Block Group 1 encompasses almost exactly the boundaries of Old Five Points used in this study. Block Group 2 covers an area that is largely commercial (now known as Central Park) with very few residents. Block Group 3 is located in the western part of the tract in the vicinity of Duke's Trinity College in a neighborhood called Trinity Park. **Figure 10 and 11** share a glimpse of the disparities between Block Groups 1 and 3.

The sizeable differences in income, educational level and profession between these two block groups lead to a better understanding of the table on economic status above. For example, \$28,000 as a median income represents a blend of the incomes in the two parts of the census tract, as the \$18,000 reported as median income for 1990 represented an aggregation of the income level in Block Group 1 (\$14,412) and that in Block

Group 3 (\$30,547). Likewise, when one looks at the differences in disaggregated educational attainment, it is clear that all of the graduate and professional degrees reported in the economic status table are coming from outside of Old Five Points, as are a sizable number of the bachelor's degrees.

Figure 11: Median Income



This data is crucial for describing the reality in Old Five Points, which is that while there are a number of working residents, very few of them are in positions of management or authority where they can be influential in securing additional employment for friends and neighbors. Nor are there numerous role models in the community for young people deciding whether or not to stay in school and measuring their chances for success in the world of business or academia.

Transportation

In the 1960s, Mangum and Roxboro Streets were both made one-way to speed traffic in and out of downtown Durham. This funnels all of the route attention in the neighborhood to these two roads and simultaneously works to de-emphasize all other routes. This may in turn focus the attention of the residents north and south rather than east and, in particular, west to Central Park, which is experiencing a lot of attention and revitalization and may in the future provide more local jobs or amenities.

The north-south orientation is underlined by the DATA bus service, which offers only one line through this district: south on Mangum to the downtown terminus and north on Roxboro to Durham Regional and the North Duke Shopping Center. Old Five Points' residents can take the #4 bus north to the Walmart or the Food Lion, which takes 20-25 minutes. Alternatively, they can change downtown onto the #3, #5, #7 or #11 routes in order to grocery shop. There are few bus stops in the immediate vicinity of the neighborhood. Southbound stops are at North Mangum and Geer and North Mangum between Hunt and Seminary. Northbound stops on Roxboro are found at Elliot and Edwards.

Figure 12 below shows the percentages of people in Census Tract 8.02 who drive and take public transportation to work. Given the income levels of the residents of the western portion of the Census Tract, it is presumed that most of the bus riders are found in the vicinity of Old Five Points. It is unclear why there are half as many bus riders in 2000 as there were in 1990, but the rise in carpoolers may indicate workers are finding this a more efficient, if not cost-effective, way of getting to their jobs.

Figure 12: Commuting Data

Transportation	Census Tract 8.02 1990	Census Tract 8.02 2000	Northeast Central Durham
Percent who drive alone to work	62%	61%	73%
Percent who carpool to work	14%	24%	15%
Percent who take public transportation to work	12%	6%	4%
Number of DATA stops within 1/4 mile	0	4	DATA Routes: 2, 3, 4, 9, 13, 16

Source: <http://data.durhamnc.gov/> and American Community Survey 2005-2007

Part II: Analysis of Priority Issues and Implementation Plan

Our study of neighborhood concerns and consultations with numerous stakeholders have led us to an extensive list of action items the city and community could take to address the needs in Old Five Points. An extended list of these items, separated into short-term and long-term priorities, is included in **Appendix 1**. The 17 priorities collectively address the three primary goals of enhancing business and community growth, improving city services, and strengthening the physical appearance and identity of the community. The matrix shows what is to be done, why it is important and how it specifically meets the applicable goals, the cost of the initiative, and finally, the ideal actors for accomplishing such endeavors.

Out of the many approaches detailed in the priority matrix, we have chosen the five that we consider to be the areas in which City involvement and support can have the greatest impact in Old Five Points. Also, these are feasible from a perspective of what the neighborhood will support, what it believes to be beneficial, and the ways in which various actors within the community have the capacity and interest to involve themselves. They are:

- Form a business association to promote commercial interests and share resources.
- Encourage growth of the Old Five Points Neighborhood Association.
- Increase investment in education, jobs and apprenticeships for young people.
- Keep vacant lots safe and welcoming until they are developed.
- Recruit (with incentives if necessary) job-creating businesses.

In the following pages, we outline each of these priorities in detail and discuss how they might be achieved, at what cost, in what time frame, and under whose direction or partnership. We list some indicators that will measure how successful each strategy is in meeting its goals and suggest intermediate steps that will help to break ambitious plans into achievable increments.

Image 2: The Cleveland Street Historic District

Short-Term Priorities

Short-Term Priority 1: Form a Business Association to promote commercial interests and share resources

The first concrete goal should be an established and regular business association meeting that is well-attended and useful to its attendees. These meetings should afford members the opportunity to address common issues, to acquire business skills, and to form a social/professional network that



connects local business owners and entrepreneurs to resources and services, both within the neighborhood and beyond. It is hoped that an initial meeting or two of interested business people will lead to a vision statement and some guiding principles and goals which will keep the association moving forward. Further meetings could be scheduled around learning opportunities such as seminars by the Durham Tech Small Business Center or by North Carolina Central University.

Connecting with OEWD or other Durham business associations would help to keep this group accountable to its members and to the greater community. An easy goal to rally around would be the Short-term Priority 2 listed below.

Key next steps: This idea was enthusiastically taken up at a meeting of tenants and key personnel of the UDI Resource Center, located right at the Old Five Points intersection; talks are currently underway to set an association in motion.

Figure 13: Short-Term Priority 1

Action Item	Form a business association to promote commercial interests and share resources.
Projected Cost	Minimal
Timeline	3-6 months to launch and scale up to monthly meetings
Indicators of Success	1. Businesses increase their customer base 2. UDI business incubator at full capacity
Benchmarks	1. Members draft a vision statement 2. Regular meetings are held and well attended 3. Association sponsors several networking events a year
Lead Actor/ Organization	UDI Business Resource Center
Connection to greater NECD	Could partner with an association in Wellons Village. Strategize to capture greater % of dollars spent by residents in NECD.

Short-Term Priority 2: Encourage growth of the Old Five Points Neighborhood Association (OFPNA)

While the current OFPNA has had some success in its past, it is currently dependent on the energies of one person to coordinate all neighborhood initiatives and to represent the voice of the neighborhood to the City. It will be hard to put pressure on City departments to follow through with their plans for the neighborhood if they do not feel responsible to an active and informed citizen base. For this reason, it is important to find ways of breathing new life into the neighborhood association. This may be done through any combination of

fresh leadership, new issues that feel relevant and worthwhile, and funding that could be spent to address critical areas of concern.

Key next steps: It is crucial for residents to feel some pressing need to be collectively involved in their community. Cleveland Holloway rallies around increasing homeownership, Uplift East Durham focuses on historic preservation and Old North Durham committed a massive effort to their overlay protection proposal. Previously, residents worked together to address crime issues at the minimart at North Mangum and Corporation. They knew that the safety of their neighborhood and the well-being of their children were at stake, so they acted boldly and collectively.

The current OFPNA president needs to help the community define an issue or locate some funding in conjunction with the Department of Community Development to bring residents into a dialogue with each other and to make them invested in the outcome. If something is at stake, more people will be willing to give of their time as members or leaders. PAC-1 representatives from Old Five Points may be able to help with issue identification or with nominating new candidates for leadership positions.

Figure 14: Short-Term Priority 2

Action Item	Encourage growth of the Old Five Points Neighborhood Association.
Projected Cost	Minimal, but will require a substantial amount of time on the part of organizers to rejuvenate OFPNA and raise issues to rally around. Locating some community funds could be an excellent way to bring people together to decide on priorities.
Timeline	1-3 years to develop new leadership and a strong base; 3 months to begin long-range planning so that a fresh series of meetings will correspond to the planned public meetings which will accompany the Planning Department zoning changes due to be announced soon
Indicators of Success	1. Majority of local residents identify themselves as members of OFPNA 2. Involvement is found among both renters and owners 3. City plans are as responsive to OFPNA pressure as they are to the voices of established associations like the one in Old North Durham
Benchmarks	1. Find new leaders willing to take over the responsibilities that Lenora Smith has carried for many years 2. Identify an issue around which residents are willing to spend time working together for the betterment of their community 3. Establish a regular meeting time and place that works for at least a dozen attendees
Lead Actor/ Organization	Current Old Five Points Neighborhood Association, PAC-1 representatives
Connection to greater NECD	Partnership/support could be sought from associations in Cleveland Holloway, Golden Belt and East Durham

Short-Term Priority 3: Increase investment in education, jobs, and apprenticeships for young people

While this is a need felt throughout many lower income neighborhoods in Durham, Shabach Ministries has taken the lead in advancing these goals in Old Five Points, with tutors and sessions aimed at training single mothers for higher-skilled work, coaching high school students to succeed academically and finding job placements for ex-convicts; other churches should be encouraged in their efforts to do likewise. However, there are many other ways that can be found to promote training, apprenticeships and other job opportunities. It would be particularly beneficial to involve some of the stronger businesses in the area through mentoring programs, workshops or internship arrangements. In addition, programming at the new Holton School may address some of these issues. Yet considering the budget constraints that Durham Public Schools is under this fiscal year, it is probably unrealistic to hope for new programs to be initiated until at least 2010. However, while 12 months is estimated to begin channeling more funding and programs into the community, this should be seen as a long-term goal in the sense that these programs are needed for years to come in order to address the deficits in education and training that exist in this population.

Figure 15 : Short-Term Priority 3

Action Item	Increase investment in education, jobs, and apprenticeships for young people.
Projected Cost	Substantial—need to seek funding from foundations, Durham Public Schools, private capital
Timeline	12 months to write grants or seek investment from private companies; Durham Public Schools probably will not expand programs in 2009-2010
Indicators of Success	1. Decrease in high school dropout rate, teenage unemployment rate, teen pregnancy rate 2. Options for young people coming out of justice system
Benchmarks	1. Identify 5 companies willing to create apprenticeship/internship for young people; 2. Assist churches in running regular skills training classes; 3. Manage carpools to help get teens to jobs
Lead Actor/ Organization	Shabach Ministries, OEWD, Operation Breakthrough, UIS
Connection to Greater NECD	Common need throughout NECD; Funding should be sought in collaboration with other neighborhoods

Key next steps: Although Shabach is listed as the lead actor since they are currently involved in such activities, it would be more helpful for another organization to try to oversee and coordinate efforts across different organizations, and to take the lead in applying for additional funding. Operation Breakthrough might be a possibility here, or even Union Independent School, since they have a vision for young people as well as for their families. Whoever takes this on should be ready to assess current efforts and partner with other organizations to propose new coalitions that can pool their resources to offer help to residents.

Long-Term Priorities

Long-Term Priority 1: Keep vacant lots safe and welcoming until they are developed

This is considered a long-term priority because it is unlikely that all of the vacant lots will see use and conversion within three years. The purpose then is to make sure that the lots are well-maintained to encourage investment and discourage any criminal activity. The cost of this priority is variable, depending on whether or not any vacant properties are purchased on an interim basis. By this, we mean if the neighborhood residents or someone like UDI decides to buy the properties, and holds them before selling to interested parties. This would create a high expense and the funding sources are unclear. Perhaps some money from the stimulus bill could be used or other grants. On the other hand, not owning the properties but organizing clean-ups and neighborhood watches would be relatively low-cost.

The best chances of success will rely on a combination of current residents and business owners working together on the maintenance and upkeep in conjunction with the police department for heightened security, as well as Neighborhood Improvement Services to bring the weight of the law to bear on owners who are not keeping up their properties properly. This could be an initiative for the Neighborhood Association to spearhead in order to bring in new members with different skills. Bountiful Backyards, located in the 700 block of North Mangum, would also be an excellent partner if the neighborhood wanted to turn a vacant lot into a community garden. The organization specializes in urban landscaping and training local people to have productive, sustainable gardens on city blocks. Currently they do some growing and composting behind their storefront, but some lots which they have landscaped on the main thoroughfares could be considered advertising for their services and also be venues for community workshops in various gardening methods. Furthermore, there is no lack of vacant lots in other neighborhoods in Northeast Central Durham; once they have been trained in certain methods, OFP members might have the chance to train interested persons throughout NECD.

Figure 16: Long-Term Priority 1

Action Item	Keep vacant lots safe and welcoming until they are developed.
Projected Cost	Minimal if neighborhood pitches in on upkeep or if Neighborhood Improvement Services aggressively follows regulations for code violations; Substantial if the only way to keep these lots well-maintained is for non-profits to purchase them, upgrade and sell to interested buyers; grant funding may help
Timeline	3 months to construct list of lots that need work; 6 months to organize cleaning or develop longer-term strategies (see benchmarks)
Indicators of Success	1. Property values are not adversely affected by the state of such lots. 2. Crimes are not centered in or near vacant lots; these do not present unsafe zones for pedestrians. 3. These lots are purchased and developed by investors seeking to build quality structures and add to the physical capital of the neighborhood.
Benchmarks	1. Keep vacant lots litter-free and mowed. 2. Remove condemned structures. 3. Use code violations to see that the two items above are enforced. 4. Assist non-profits in purchasing lots from uncooperative owners.
Lead Actor/ Organization	Old Five Points Neighborhood Association, Bountiful Backyards, NIS
Connection to greater NECD	Common need throughout NECD; OFPNA can consult other associations on how they handle this problem or work together to put pressure on NIS

Long-Term Priority 2: Recruit (with incentives if necessary) job-creating businesses

With the successful achievement of some short-term priorities (including the streetscape plan which will enhance the built environment), Old Five Points will be poised to develop a strong culture of business that meets the needs of its residents, both in terms of services and goods provided and also the economic opportunity of having a local job. These things will take some time to get up and running, so more nuanced and thorough business recruiting is likely a few years away.

At that point, the Office of Economic and Workforce Development needs to be held to the conclusions drawn in the RKG report and underlined by the commitment of dollars to the streetscape program: Old Five Points, Angier/Driver and the Fayetteville Corridor are strategic commercial areas that need to be developed, not just by installing benches and landscaping but also by recruiting more businesses to increase the tax base, the pool of jobs, and the buying options for local residents. For example, OEWD should work with all avail-

able properties and their owners to determine which could be most attractive to new businesses coming into the area and which standing incentive packages could be used to bring these companies in.

When utilizing incentives, it will be important to make sure that what Old Five Points offers or waives does not outweigh the prospective benefits of the new incoming employers. The recruitment process will be ongoing. It is critical that a diligent committee be involved on an annual basis to ensure that the most desirable jobs can be found, ones which account for a variety of developing skills in the neighborhood and also changing larger-scale economic trends.

Figure 17: Long-Term Priority 2

Action Item	Recruit (with incentives if necessary) job-creating businesses.
Projected Cost	Substantial. This proposal is potentially much more costly than the rest, with much bigger potential monetary gains. Local organizations of business owners should not feel that they have to foot this bill; the City of Durham needs to step in with programs it has already authorized to bring investment into this long-neglected area.
Timeline	3-5 years to begin in earnest, once streetscapes plan has been executed, business association is strong and UIS is a known and respected Durham institution
Indicators of Success	<ol style="list-style-type: none"> 1. Old Five Points is considered an attractive extension of the favorable downtown business district. 2. Vacant property is developed by for-profit businesses which bring jobs to local residents. 3. Adjacent Central Park community works with Old Five Points to develop joint strategies to bring companies and jobs to a unique historic environment. 4. Decrease in unemployment. 5. Increase in median income. 6. Increase in tax base.
Benchmarks	<ol style="list-style-type: none"> 1. REAR works with the Office of Economic and Workforce Development to pinpoint particular incentives that are appropriate to bringing certain jobs and companies to the community. 2. OFPNA and the business association show their strong support of these policies and take part in efforts to welcome new businesses.
Lead Actor/ Organization	Office of Economic and Workforce Development, REAR
Connection to greater NECD	NECD will benefit from every job created in Old Five Points as Old Five Points will benefit from every job brought into greater NECD; all neighborhood associations and businesses need to work together in this effort rather than competing for scarce resources.

Appendix 1: Old Five Points Priorities Matrix

	Goals	Indicators			
1	Enhance Business and Community Growth	Establishment of a business/residents association; generate a vision statement; create commercial property inventory; improve and develop corridor to downtown; encourage location of nutritious food store			
2	Better City services	More investment in education, apprenticeship and job-specific training for youth; increase social services; reset Police district lines			
3	Physical Appearance and Identity	New Sign for UDI Incubator, Old Five Points signage, clean and safe lots, Streetscape implementation			
	Short-Term Priorities				
Cost	Action Item	Want/Need	Purpose	Goals Targeted	Actors
<i>Low</i>	Old Five Points neighborhood/ business association	Need	Allows sharing of resources and coordination among Old Five Points Businesses	1	UDI, OEWD, business owners
<i>Low</i>	Business Newsletter	Need	Promotes local businesses among neighborhood residents and around the city	1	UDI, business owners
<i>Low</i>	Replace existing UDI Resource Center sign with a marquee that highlights tenants' businesses.	Need	Promotes resource center businesses to downtown-bound traffic and enhances perception of neighborhood	1, 3	UDI
<i>Low</i>	Keep an inventory of opportunity (local jobs, projects, and initiatives) as well as an inventory of available commercial space and costs.	Need	Gives legitimacy to Old Five Points Association and influences future growth	1	Old Five Points Business & Residents Association
<i>High</i>	More investment in education, jobs and apprenticeships for young people.	Need	Increases opportunity for economic growth for families and neighborhood	1, 2	OEWD, Union Independent, UDI, REAR
<i>High</i>	Locate funding to support a local store that sells nutritious food and affordable household goods.	Need	Provides much-needed local access to healthy groceries	1, 3	CD dept, Durham Central Market, Renaissance Economic and Reinvestment Inc. (REAR)
<i>Low</i>	Generate a vision statement	Need	Brings stakeholders together, building social capital; promotes Old Five Points' character and resources to the wider community	1, 3	Old Five Points Business & Residents Association
<i>Low</i>	Replace Central Park signage with Old Five Points signage.	Need	Promotes identity of Old Five Points both among residents and businesses as well as to the greater city	1, 3	UDI, business owners
<i>Low</i>	Conduct outreach to the Latino population.	Need	Engages Latinos living in Old Five Points, who are currently isolated and have not been involved in neighborhood planning	1	Old Five Points Business & Residents Association
<i>High</i>	Execute Durham Streetscape plan at Old Five Points.	Need	Encourages greater walkability for residents, congregants, and customers of shops	2, 3	OEWD, City of Durham

Appendix 1: ...Continued

	Long-Term Priorities				
Cost	Action Item	Want/Need	Purpose	Goals Targeted	Actors
<i>Low</i>	Keep vacant lots safe and welcoming until they are developed.	Need	Maintains safe and positive image of neighborhood, encourages further investment	1, 2, 3	NIS, Old Five Points Business & Residents
<i>Low</i>	Develop productive, supportive ties to Union Independent School as it grows (will reach full K-8 capacity in 2015).	Need	Ensures long-term stability of neighborhood through strong neighborhood relationships and job training	1, 3	Union Independent School, UDI, businesses, churches, residents
<i>High</i>	Obtain grant money to improve and extend housing/ neighborhood fabric entering and leaving downtown.	Need	Guides growth in Old Five Points as desired by residents and businesses.	1, 2, 3	Old Five Points Business & Residents Association, REAR, CRA-NC
<i>High</i>	Recruit (with incentives if necessary) job-creating businesses.	Need	Provides fruitful employment for residents within walking distance of their homes	1, 2	Old Five Points Business & Residents Association, REAR
<i>Low</i>	Adjust police district lines so that Old Five Points neighborhood isn't split among 3 separate districts.	Need	Guarantees uniform policing and PAC involvement throughout Old Five Points	1, 2	Police Dept., Council & Mayor
<i>High</i>	An array of social services offered within the community.	Need	Connects residents to services that are available though not promoted by the City	1, 2, 3	City of Durham, non-profits, Old Five Points association
<i>High</i>	Promote Homeownership	Need	Adds eyes on the street, enhances neighborhood cohesion, increases the prospects of homes getting rehabilitated	1, 2, 3	CRA-NC, TROSA, Habitat Durham, Durham Housing Authority, Preservation Durham, Preservation NC